

Emergency
Preparedness
for
Arkansas
Municipalities



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I. Preface

Arkansas Municipal League staff members developed this manual to help cities and towns respond quickly and efficiently to crises, and to serve as a convenient resource for development of emergency preparedness plans. Because this booklet must be tailored to an individual city's needs, it is not a substitute for a customized plan. It is only a guide and must be revised according to each town's individual characteristics.

Each city and town should review this guide carefully. Information specific to each municipality and its county will need to be entered in the appropriate places. Additional relevant information not covered here should be included to make the plan more responsive to local situations and concerns. Each community also will need to decide which pages should remain as part of the guide or be replaced with customized versions.

Every municipality should establish a good working relationship with its county emergency coordinator and share a copy of its customized plan with the coordinator.

Good planning for and response to emergencies require careful coordination among all levels of government. We hope each municipality will find this guide useful in helping to keep its community safe in an emergency.

**For assistance in designing your city or town emergency plan, contact:
Neil Foreman, Loss Control Specialist, Arkansas Municipal League, 501-374-3484, Ext. 122.**

II. Introduction

Emergency defined - a serious, unexpected, and often dangerous situation requiring immediate action. Injury to citizens, property damage, and damage to the environment often occur.

Emergencies most often occur as the result of fires, explosions, chemical spills and/or toxic gas releases. They can also occur as a result of natural disasters, such as floods and tornadoes, and from human-caused disasters, such as vandalism, riots, and terrorist activities.

State and local governments have the primary responsibility in planning for and responding to an emergency before other assistance becomes available. The ability to respond to all types of emergencies should be an important objective of every municipality. To accomplish this objective, every municipality should prepare for emergency situations by asking the following questions:

- What facilities might be considered terrorist targets? (Airports, military bases, water supply facilities, electrical power plants, natural gas or other energy transmission lines, dams, hospitals, and sporting event areas.)
- What areas are the most vulnerable?
- Is there adequate security in place to protect public buildings?
- Are there groups or individuals in the area that might pose threats? Have you received threats in the past?
- Is the local law enforcement department alert to possible links between terrorism and other crimes, such as

robberies, theft of vehicles, and explosives that might be used by terrorists?

- Is there a mutual aid agreement with nearby municipalities that includes assistance from law enforcement, fire departments, medical personnel, and bomb or biochemical experts?
- Is there a backup plan if an emergency occurs, destroying local electrical power?
- Has an alternate site been located to continue services if the existing location (city hall, police or fire department) is destroyed?
- Has your city completed a disaster recovery plan in the Arkansas Continuity of Operations program (ACOOOP) and passed at least one audit?

The purpose of this booklet is to assist cities and towns in developing an emergency preparedness plan that is unique to each municipality and to the potential threats that may exist. Answering the above questions should provide data to determine preparedness. This booklet is intended to be a guideline.

It is not intended to be all-inclusive. It should be considered a working document that is updated periodically.

For questions concerning this information or emergency preparedness, contact the Arkansas Municipal League at 501-374-3484.

III. Establishing an Emergency Preparedness Plan

Every municipality should have a completed ACOOP plan. The plan should be thorough and flexible to change as local needs dictate. Plan considerations include:

- **A Chain of Command.** Department heads or responsible employees should be selected to develop an emergency preparedness plan and to be responsible for implementing the plan if an emergency occurs. These individuals should be charged with specific responsibilities during various emergencies.
- **A Command Center.** A central location should be chosen for implementing the emergency plan and for sending and receiving emergency communications.
- **The Proper Emergency Communications System.** During emergencies what type of communication will be used? (Cell phones, public address, alarm system, city wide radio, etc.) Know before hand who will be the official spokesperson for the municipality during the emergency to avoid conflicting information.
- **A Hazard Assessment Review.** A thorough inspection of all facilities should be done to determine which facilities might be targets and what safety measures designated employees should put in place.
- **An Emergency Contact List.** A list should be distributed to all employees, especially those responsible for the

emergency plan. The contact list should be posted on all employee bulletin boards.

- **A Facility Evacuation Plan.** This plan should include:
 - ✓ Identifying and designating what alarm system is to be used. (It may be more than one depending on the type of emergency.)
 - ✓ Identifying and designating specific emergency exits to be used during an emergency evacuation.
 - ✓ Identifying and designating specific employees responsible for evacuating everyone in their area.
 - ✓ Designating coordinators to be trained in evacuation duties. Be prepared to explain to all employees their scope of responsibility.
 - ✓ Designating an exterior assembly area and an employee accountability system. (Where will you gather and how will you know everyone is accounted for?)
 - ✓ Providing all employees with a copy of emergency phone numbers and a copy of the building evacuation plan.

A comprehensive sample checklist can be found in Appendix B on page 14.

IV. Types of Emergencies

A. BOMB THREATS

Bomb threats are made by terrorists who seek to cause injury, disruption, or death. Ideology, grievance, anger, and other sociological issues usually drive their actions. A terrorist may be part of a highly organized, well-funded group or a single disgruntled employee.

Every municipal employee should know what procedures to follow if he or she receives a bomb threat. These procedures should be available and accessible for instant use, especially for those who answer the phones on a regular basis.

Some basic procedures to follow are listed below. When receiving a bomb threat by phone, the person taking the call should remain as calm as possible. Be polite and courteous, and do not interrupt the caller. Whenever possible, keep the caller on the phone and ask as many questions as possible that are provided on the checklist included in Appendix E.

Bomb Threat: Real or Crank Call?

Any threat should be taken seriously; however, there are distinctions between real and fictional calls.

A serious bomb-threat caller will usually furnish some detail as to the location and type of device and often will state the reason for planting it. The threatening caller may call back more than once out of concern that you did not take the first call seriously.

Crank callers tend to be abrupt and hurried and seldom make more than one call out of fear that their call will be traced. They will rarely give details about the device or location of the bomb, since there is not one.

Bomb threats to facilities can occur in a variety of ways; however, the two most common ways are by mail and by vehicle.

Bombs can be delivered to a location by regular mail, airmail, or special delivery. Some characteristics of packages containing explosive materials are those that arrive marked as confidential or personal, have poor handwriting with misspelled words, incorrect titles, no return address, excessive weight, unusual markings, and excessive wrapping material, such as masking tape or string. Oily stained packages, protruding wires or tinfoil are also characteristics of packages containing explosives.

Bombs can also be delivered by a vehicle. A delivery vehicle or a rented vehicle parked close to a facility or a vehicle with no visible identification parked for an extended period of time should be cause for concern.

In the event that a suspicious package is received, remember that the package should not be handled, and the area around the package should be evacuated. The emergency security coordinator should be notified immediately for either suspicious packages or vehicles. Once this is done, then all the proper law enforcement authorities should evaluate the threat and reach a decision on the proper course of action.

Consult Appendix E on page 19 for a detailed sample checklist for receiving a bomb threat.

B. CHEMICAL AND BIOLOGICAL THREATS

Terrorists often attempt to make their presence known by sudden and dramatic means. Their purpose is to create fear and panic that leads to disruption, injury, and/or death.

Terrorists often use weapons of mass destruction (WMDs), including chemical and biological agents, to achieve their societal disruption objective.

Chemical and biological agents are a priority for terrorists because of their widespread availability and their extreme toxicity that can be delivered in aerosol concentrations. Insect sprayers, crop dusters, and fogging equipment are some of the casualty-producing methods used to disseminate chemical and biological weapons.

Chemical Agents—Readily available chemical agents that have the potential for catastrophic casualties include:

- Cyanide products
- Chlorine/phosgene gas
- Mustard gas
- Nerve agents, such as Serin

Biological Agents—The six biological agents most likely to be used in terrorist attacks are:

- Anthrax—A bacterial infection that can be contracted through a dispersant such as aerosols or through fine airborne particles. Anthrax can become infectious through inhalation, ingestion, or absorbed through the eyes, nasal tissue, and open wounds. A person infected with anthrax will usually exhibit flu-like symptoms but will not be contagious. The infection is treatable with antibiotics.
- Bubonic Plague—A highly contagious bacteria that is usually spread by droplets (such as coughing and sneezing) from human to human at which time it is considered pneumonic. The incubation period is two to three days after contact. Symptoms include fever, cough, muscle pain, blue skin and fingernails, and respiratory problems. Bubonic Plague can be treated with antibiotics.
- Inhalation Botulism—Contracted by inhaling, this toxin destroys the nervous system after one to five days. Symptoms include blurred or double vision, dry mouth, general weakness, poor reflexes, and difficult swallowing. Botulism can be treated with antitoxins.
- Smallpox—A virus with an incubation period of seven to 17 days after contact. It is transmitted by close contact with an infected person. Symptoms include fever, vomiting, headache, backache, and a rash on the face, hands and forearms. Smallpox can be treated with a vaccine.

- Inhalation (airborne) Tularemia—Contracted through inhalation, symptoms include fever, pneumonia-like illness, deep chest pain, and swollen lymph nodes. Can be treated with antibiotics and anti-microbial drugs.
- Viral Hemorrhagic Fever—Usually transmitted from rodents, ticks, mosquitoes, or infected people. Symptoms include fever, fatigue, dizziness, muscle aches, loss of strength, and exhaustion. Severe cases cause bleeding under the skin, in internal organs, and/or from the mouth, eyes, and ears. At this time there is no known cure or vaccine.

Common characteristics of packages or mail containing anthrax or other harmful agents include:

- ✓ Excessive postage
- ✓ Poorly typed addresses and incorrect titles
- ✓ Misspelled words
- ✓ No return address
- ✓ Oily stains and excessive masking tape or string wrapped around the package

Precautions to follow if one receives such a package:

- ✓ Immediately isolate the item.
- ✓ Avoid handling the package. If the package has been handled, wash hands with soap and water. With a gloved hand, place the package in a bag that can be sealed along with clothes that may have touched the contaminated package.
- ✓ Make a list of all employees who may have come in contact with the package.

City officials should become familiar with exposure symptoms and should verify with local medical resources that they are prepared to identify the above mentioned diseases and have plans to handle medical emergencies arising from terrorist attacks. If chemical or bioterrorism is suspected, the local emergency response system should be activated.

Additional information about these and other chemical and biological agents can be obtained from the Centers for Disease Control and Prevention at 770-488-7100.

Also, see Emergency Contacts on page 10 for more information.

C. CYBER-TERRORISM

In today's electronic environment, it has been estimated that a large number of criminals are computer literate and are capable of terrorist acts using a computer.

This is commonly referred to as cyber-terrorism. In December 2000, the National Security Council said that hackers had disabled thousands of computer systems. In previous years, hackers concentrated on disrupting the computer systems of large institutions.

In today's world, terrorists can gain access to computer networks and interrupt or destroy safety and security systems, such as 911 or other emergency response systems. Terrorist hackers could also compromise computers that control utilities, traffic lights, and interior building environments. Unauthorized intrusions into these systems and networks could result in critical infrastructure outage and corruption of vital data.

Four Steps to Help Protect Computer Systems Against Cyber-Terrorism

1. Review the current protection practices and procedures and determine the use of the network and its resources.
 - ✓ Who has access to what systems? Can people outside the city organization obtain access easily?
 - ✓ What can employees do with the access?
 - ✓ What basic security practices are in place for using email and the Internet?
2. Install firewalls and virus filters.
3. Change passwords on a regular basis.
4. Backup computer data daily and store it off-site.

Well thought-out policies and procedures should be in place to protect records and, more importantly, to prevent cyber-terrorists from sabotaging the computer systems that control municipal services, infrastructure, and security systems.

D. TORNADO EMERGENCIES

The threat of natural disasters, such as tornadoes, should be taken seriously. No area in Arkansas is immune to tornadoes. Municipalities should take the necessary steps to protect its staff from injuries by implementing procedures and training employees in safe practices.

The Arkansas media are usually very proficient in alerting the public to the threat of tornadoes and strong winds. The alerts usually come in two forms:

1. **Tornado Watch.** Tornadoes are possible. Remain alert for approaching storms. Watch the sky and stay tuned to NOAA Weather Radio, commercial radio or television for information.
2. **Tornado Warning.** A tornado has been sighted or indicated by weather radar. Take shelter immediately.

To prepare for tornadoes, municipalities should have shortwave radios at various locations throughout the municipal service area. Employees should be informed of the radio locations and the numbers for weather radio stations should be posted at the radio site.

Prior to a tornado warning the following emergency procedures should be in place, and employees should be prepared to follow the previously agreed upon procedures.

3. Identify then designate a safe location in a facility where employees are expected to gather. The "safe" area should be on the lower interior level of the building away from glass and inside corners. Employees should be notified of the location of the safe area.
4. Identify then inform all employees of the type of alarm system that will be used to announce a tornado warning.
5. Employees should be trained in the proper procedure(s) to reach the designated safe area by way of interior exits.
6. Emergency coordinators should be trained to use general emergency procedures to direct employees to the designated safe area.

Employees working outdoors at the time of a tornado alert (alarm) should be instructed to seek shelter immediately. They should not stay in vehicles or under equipment. If possible, seek shelter in a sturdy building. If not, lie flat and face-down on low ground, protecting the back of your head with your arms. Get as far away from trees and cars as you can; they may be blown onto you in a tornado.

E. PANDEMIC PREPAREDNESS

The spread of a new, deadly strain of avian influenza (H5N1), has raised fears of a potential human pandemic. This highly pathogenic and fast-mutating virus has already spread around the world, killing tens of millions of birds. Hundreds of millions more have been slaughtered in an attempt to limit the virus' spread. While the virus is not easily transmissible to humans, human cases and deaths have occurred, primarily among people in close contact with infected birds. If the virus were to mutate to be more highly contagious to or between humans—a possibility whose probability is unknown—an influenza pandemic could occur.

In the last century, three influenza pandemics have struck. The 1918-1919 outbreak was the most lethal human pandemic since the Black Death in the Middle Ages. This extremely infectious strain claimed the lives of an estimated 50-100 million people worldwide, many of whom were young adults and otherwise healthy.

H1N1 (Swine) influenza, our modern-day pandemic, is the first of the 21st century. On June 11, 2009, the World Health Organization (WHO) announced that a pandemic (sustained global outbreak) of the H1N1 was well under way.

Unlike the seasonal flu that appears each year, pandemic flu is different. A pandemic flu occurs when an uncommon or new flu virus spreads around the world, causing mild to serious illness and possibly death. It spreads quickly and easily and can infect an entire community in a matter of days.

A few quick facts about the H1N1:

1. Acquired by direct contact from respiratory droplets (coughing and sneezing)
2. Incubation period is within one to four days post-exposure
3. Viral shedding begins before the symptoms do, so you are contagious without even knowing it
4. That viral shedding lasts from five to 10 days
5. H1N1 virus can live in water up to four days and frozen water—indefinitely
6. Hard surfaces—one to two days
7. Hands—for approximately five minutes

Communicable diseases are, by their nature, public harms. While individuals can take some measures to reduce their risk of infection, their efforts cannot fully succeed, nor can a community's risk be significantly reduced, without concerted action.

(Facts acquired from Dr. Frank Wilson—Arkansas Dept. of Health.)

V. Alternate Location

If our current work location were destroyed by an act of terrorism or natural disaster, could we provide a work place for our employees to continue serving the needs of the community?

The process of locating and selecting an alternate location, deciding how the operations will be conducted and having the necessary equipment and supplies available will play a large part in how effective a municipality will be in managing an emergency. Therefore, each municipality is required to have a plan in place for an alternate work location should a disaster destroy vital operations.

The planning process for determining a suitable alternative location should include:

1. Selecting a site that has the facilities to accommodate all of the necessary administrative functions of the municipality such as:

- Communications capabilities
- Secure worksite
- Information Technology availability
- Adequate work environment
- Adequate workstations
- Easy access to the site
- Power, water, etc.

2. Evaluating the current data processing equipment.

- How quickly could current data processing equipment be replaced? Is excess equipment available?

- Can existing software be transferred to different computers or used on individual PC(s) at off site locations? Would you have access to various off-site word processing functions?

3. Personnel Utilization

- What key employees would be needed at an alternate location?
- Are there employees that could perform their duties from a location other than the alternative location?
- How many employees have cell phones that could be used to communicate in times of an emergency? Are their cell phone numbers available?

4. Supplies

- Have the type of office (administrative) supplies that would be required to continue services at an alternate site been identified?
- Are there adequate amounts of file folders, stationery, envelopes, tape, stapler, pens, pencils, etc., available?

Each municipality is unique in the methods it uses to provide services. Therefore, the fundamental question to be answered in the alternative location selection process should be, what will it take for us to provide the necessary basic city services to our citizens at an alternate site? All options should be considered, not only the ones mentioned above.

VI. Emergency Contacts

1. Local emergency response teams—Police, Fire and Medical Help, etc. (List local numbers)
2. Arkansas Department of Emergency Management, 501-683-6700*
3. Arkansas Department of Health, 800-462-0599, 501-661-2000
4. Federal Emergency Management Association (FEMA), 202-646-2500 (General contact) To apply for assistance, call 800-621-FEMA (3362). For TTY, call 800-462-7585.
5. Federal Bureau of Investigation (FBI), 501-221-9100
6. Centers for Disease Control and Prevention (CDC), 404-639-3311
7. Environmental Protection Agency (EPA)
 - National Response Center—Emergency, 800-424-8802
 - EPA National Response Center (NRC) for oil and chemical spills, 800-424-8802
 - EPA National Response Center (NRC) for chemical, biological hotline, 800-424-8802
8. Poison Control, 800-222-1222

*HOMELAND SECURITY: The Arkansas Department of Emergency Management (ADEM) is the state designation for the federal Office of Homeland Security directed by Rand Beers, Acting Secretary, (www.dhs/homeland/).

VII. Resources

1. ***Emergency Management Guide for Business and Industry*** by Federal Emergency Management Agency (FEMA), www.fema.gov
2. ***Guide for All-Hazard Emergency Operations Planning: State and Local Guide (101)***—Chapter 6, Attachment G—Terrorism, www.fema.gov
3. ***Partnership in Preparedness—Exemplary Practices in Emergency Management Vols. I-IV***, www.fema.gov
4. ***Domestic Terrorism—Resources for Local Governments***, National League of Cities, 202-626-3000, www.nlc.org and www.tallyredcross.org
5. ***National Safety Council On-Site Emergency Response Guide***, by Richard T. Vulpitta, www.nsc.org, 630-285-1121
6. ***Office of Justice: Programs Office for State and Local Domestic Preparedness Support***, www.ojp.usdoj.gov, 202-305-9887
7. ***National Domestic Preparedness Office (NDPO)***, www.ojp.usdog.gov or email information@ndpo.com
8. ***Public Entity Risk Institute***, www.riskinstitute.org
Public Works and Terrorism, by Richard Evans, www.riskinstitute.org
Responding to the Threat of Terrorism: The Incident Command System, Unified Command at a Terrorist Incident
by Sacramento, Calif., Police Lt. John Kane, www.riskinstitute.org

APPENDIX A

Sample

City of _____

Life Safety and Emergency Plan For Public Buildings

Date _____ Not knowing what to do in an emergency can often be worse than the emergency itself. To increase individual awareness of the appropriate action needed, we have developed this *Emergency Action Plan* to protect employees and visitors to our _____ Headquarters.

The *Emergency Plan* encompasses four types of emergencies—fire, bomb threat, tornado, and building intruder.

To implement the Emergency Plans with ease, _____ (name), and _____ (name) will be directly responsible for implementing the evacuation process; each department will have a designated person and an alternate person to coordinate the evacuation of his or her area.

The building facilities are identified as _____ (ex. City Hall).

The department coordinators for the four emergencies are:

1. (Name of coordinator by department).
2. (Name of coordinator by department).
3. (Name of coordinator by department).

Emergency Administrator No. 1
_____ (Name of person in charge)

Office Phone _____ Cell _____

Emergency Administrator No. 2
_____ (Name of person in charge)

Office Phone _____ Cell _____

(This section depends on the number of floors in the building.)

FIRST FLOOR:
_____ (Name of section or department)

Office Phone _____ Cell _____

Coordinators: (Name) _____ Ph _____

(Name) _____ Ph _____

SECOND FLOOR:
_____ (Name of section or department)

Office Phone _____ Cell _____

Coordinators: (Name) _____ Ph _____

(Name) _____ Ph _____

THIRD FLOOR:
_____ (Name of section or department)

Office Phone _____ Cell _____

Coordinators: (Name) _____ Ph _____

(Name) _____ Ph _____

(Continue this example for each floor and identify each department with its Coordinator.)

The preferred means for reporting an emergency and the procedures for leaving the premises during an emergency are:

FIRE: To ensure life safety, the first person to detect a building fire should immediately notify the Emergency Administrators, who will then activate the fire alarm and all-call intercom for evacuation of the building. Once the alarm is made each person is to proceed to his or her assigned or alternate exit route out of the building and to the front parking lot, where the Coordinators will be responsible for accounting for all employees.

BOMB THREAT: Bomb threats are made because an individual(s) has a desire to cause harm to others, want to create an atmosphere of anxiety and panic that results in disruption of activities, or has an obsession with destroying private and public property without any regard for life. Bombs can be constructed to look like almost anything and are only limited in their design by the imagination of, and resources available to, the bomber. These destructive devices may be delivered to a location by parcels, special delivery, or a vehicle. Packages will usually be odd shaped, suspicious looking and not professionally wrapped, and vehicles parked adjacent to the building will have no activity and may be in the same location for an extended period of time. Any person(s) coming in contact with such material or noticing a vehicle that is not identifiable should notify the Security Coordinators immediately. Written messages are usually associated with generalized threats and extortion attempts or a warning of a specific device and should never be ignored.

The letter should be handled with care and retained for evidence. The most common mode for bomb threats is the telephone. Should you receive such a call, remain calm, listen carefully, and use the attached check-off sheet to gather as much information as possible. Notify the Security Coordinator immediately. *During a bomb threat the building will be evacuated in the same orderly manner as used for fire emergencies.*

TORNADO: Normally the city will activate the sirens when a tornado is approaching and employees with office radios will learn the severity of the storm or will read a weather channel on the Internet. The first person to learn of the tornado is to notify the Emergency Administrators who will then have the emergency announced over the office all-call intercom system. Each person will be instructed to proceed to his or her assigned or alternate exits and gather in the mailroom hallway or the restrooms and kitchen located on the first floor of the original building.

BUILDING INTRUDER: Should a perturbed person(s) attempt to enter the building, the person(s) would approach the reception area. If the reception staff feels that the intruder is unruly he or she will turn on the all-call intercom system so all employees will hear the incident. Those employees listening could then use a cell phone to call the proper authorities (police) for assistance. The employees not directly involved in the altercation should remain at their workstations until an all-clear signal is given.

Proper evacuation of the building cannot be initiated if emergency information is not communicated to all employees. To ensure life safety and minimize panic or confusion, assigned exit routes have been made for each department and need to be followed as shown on the diagrams; if you are not in your work area, then use the nearest exit route from your location. On the second and third (or higher) floors the exits are by way of the stairwells.

Under no circumstances should any attempt be made to use the elevator during an emergency!

Each Exit should be identified by Department in the Emergency Plan.

The Exit Routes should also be posted at various locations in the building.

Exit and Stairwell Assignment

EXIT #1 (Identify location) First Floor	EXIT #2 (Identify location) First Floor
EXIT #3 (Identify location) Second Floor	EXIT #3 (Identify location) Second Floor

A schematic drawing of each building floor and its exits are included for you to learn your escape route.

To make the Emergency Plan successful, it is very important that all employees be well-versed in their escape route and know the assigned person for their departments. If employees should have any doubts or questions about this plan or their responsibilities, please ask the assigned person for the department or contact the Emergency Administrator (name).

Emergency Phone Numbers

(The following numbers should be provided to all employees and also posted in the building and or near the phones)

POLICE DEPARTMENT Phone _____

FIRE DEPARTMENT Phone _____

ARK. DEPT. OF EMERGENCY MANAGEMENT
Phone _____

FBI Phone _____

ATF (Alcohol, Tobacco, Firearms) Phone _____

Business Address

The physical or street address of the building in which you work should be provided to every employee and posted near the phones, along with emergency phone numbers for your area.

APPENDIX B

Checklist of Emergency Event Preparatory Steps

DOCUMENTATION AND RECORDS MANAGEMENT

- Create an inventory of all available resources that will ensure a quick response to disasters.
 - City personnel and skills
 - City equipment, supplies, physical facilities, and communications capabilities
 - Local businesses and industry
 - Volunteer organizations
 - Authorities (electric, gas, and telephone)
 - Surrounding jurisdictions (mutual aid/statewide agreements)
 - Private Citizens
 - Identify all potential disasters unique to your community to properly plan for each possible emergency (man-made, natural, business, residential, etc.)
- Design a log documenting emergency information which will support any claims for state or federal assistance (actions taken, damage assessment, resources used, expenditures, lease/rentals, overtime, etc.).
- Establish damage assessment procedures in order to determine the overall impact of the disaster and to provide accurate information so that appropriate decisions can be made.
 - Create/obtain damage assessment worksheets
 - Train employees (county EM can provide)
 - Assign areas of town each employee will be responsible for assessing during emergencies
- Maintain a list of high-risk citizens who have special needs.
 - Handicapped
 - Elderly (nursing homes)
 - Sick requiring life-support
 - Non-English speaking groups
- Maintain a list of all call numbers/frequencies of radios.
- Stock all necessary forms and reports.

MOBILIZATION OF PERSONNEL AND RESOURCES

- Create a system of contacting key personnel to mobilize the staff.
 - Dispatcher
 - Telephone ring-down
 - Messenger
 - Sirens
- Create a system of alerting and informing the public of an impending disaster or a disaster.
 - Sirens
 - Mobile emergency public address system
 - Emergency broadcasting system (TV and Radio)
 - Cable TV intercept
- Establish lines of communications for requesting state

aid in order to procure assistance quickly (County Emergency Management Coordinator).

- Consider reliable contractors who can quickly clear routes and discard large volumes of debris.
 - Meet G.S. bid requirements
 - Meet FEMA regulations
- Identify services and activities that cannot be interrupted for long periods—and plan alternative sources to ensure provision of essential services.
- Identify all facilities that provide essential services to ensure that they're secured before, during and after a disaster.
- Create a directory of all key personnel including functions, addresses, and telephone numbers so they can be reached after hours.
- Plan how emergency equipment would be purchased from local businesses after hours to prevent possible delays.
- Designate areas as staging points where additional resources would be collected and dispersed (large area required, i.e. mall parking lot).
- Maintain liaisons with local industry to cooperatively assist one another in disaster situations.
 - Identify potential problems
 - Obtain maps of building(s) and grounds
 - Identify transportation routes of hazardous material
- Design a pass system that allows access for personnel and residents to restricted areas.
- Designate certain facilities as shelters including underground facilities (municipal buildings, schools, churches, etc.).
 - Capacity
 - With or without emergency power
 - Contact person
- Develop a priority list for restoring telephone and electric services and provide a copy to the telephone and electric authorities.
 - Command Center
 - Medical facilities
 - High-risk citizens
 - Water plant
 - Waste treatment plant
- Plan to provide lighting for field crews should the emergency occur or extend into the night hours.
- Know where generators are and how to get them to quickly provide power to vital facilities (nursing homes, sewage lift stations, water pumps, etc.).
- Routinely fill up gas tanks after use of all city vehicles in the event of a power outage.

ORGANIZATION

- Designate an area as the emergency operation center (EOC) where key personnel will collect and assess information, and respond accordingly.
 - Create an alternative location
 - Equip with emergency power
 - Equip with communications capabilities
 - Primary (telephone, radio, etc.)
 - Back-up (cellular telephone, communications van, etc.)
 - Provide life support (meals, cots, etc.)
 - Provide maps, files, and disaster plan
 - Stock with other necessary items (batteries, battery operated TV, clipboards, erasable display board, flashlights, paper, pens, tape recorder, toiletries, typewriter, etc.)
- Check generators periodically to prevent maintenance problems (service contract).
- Routinely check hand radios.
- Designate major routes that should be cleared first in the event of fallen debris.
- Designate several locations as temporary debris disposal areas.
- Attend regional training sessions coordinated with FEMA.
- Provide public information/education to help the citizens become more aware of what to do during a disaster (publications available from local Emergency Management Coordinator).
- Know procedures for declaring a state of emergency.
- Define what circumstances would bring about a curfew or designate a restricted area in accordance with state statutes and local ordinances.
 - Panic
 - Looting
 - Sightseers
- Periodically evaluate and revise emergency plans to keep procedures up to date and keep employees prepared.

ROLE ASSIGNMENTS

- Create assignments of responsibility and tasks for emergencies.
 - Elected officials
 - City management
 - Field commander
 - Departments and agencies
- Determine what constitutes a minor, moderate, and major emergency and adapt assignments accordingly.
- Plan logistics.
 - Mass care/Medical services
 - Communications
 - Transportation
 - Power restoration
 - Debris removal
 - Traffic control and security of damaged areas
 - Evacuation
 - Food assistance
 - Shelter
 - Public info/media
 - Fuel supply (alternative source for electric pumps, air compressor, etc.)
 - Vehicle maintenance
 - Heavy equipment
 - Water Supply
 - Sewage and waste disposal
 - Public health/counseling
 - Mortuary
- Designate and train spokesperson(s) to interact with media to accurately inform the public.
 - Mayor/Manager
 - Attorney
 - Public Info Officer (from larger town)
 - COG staff member
- Plan and publicize evacuation routes; determine which elected officials have the authority to order evacuations, should the mayor be unavailable.
- Design chain of command (organizational chart) and line of succession.
- Designate an emergency operation center chief.
- Determine the lead agencies and departments during a disaster.
- Encourage all employees to take immediate actions, as they deem appropriate, when initially responding to an emergency situation to effectively protect citizens.
- Promote volunteer or nonprofit assistance in emergency planning.
- Test and train to keep employees prepared for emergencies.
- Field exercises, drills, maneuvers, etc.

APPENDIX C

Are you prepared for a disaster?

A checklist to determine overall preparedness

ALERTING & INFORMING THE PUBLIC

- Do you have a method of alerting the public?
- Do you have a method of informing the public?
- Have you defined what circumstances warrant the public being warned?
- Have you determined what general information the public would need?
- Does the public have the ability to inquire about information?
- Do you have a way to contact high-risk citizens?

ASSESSMENT

- Do you have established procedures on assessing and collecting damage information?
- Are certain employees/departments assigned the task of assessing the damage?
- Have you determined what initial information is needed to respond to an emergency?
- Do you have a central location where information is collected and processed?
- Do you have a method of quickly relaying information?
- Do you have a method of incorporating information from outside sources?

COMMUNICATIONS

- Are primary and secondary forms of communications established?
- Are secondary forms of communications maintained and readily accessible?
- Is the EOC equipped with communications capabilities?
- Are other essential public facilities equipped with communications capabilities?
- Is the telephone company aware of which facilities should have their services restored first?
- Are crews aware that they must establish communications with the EOC?
- Do you maintain a list of all radio frequencies?
- Have procedures been established to organize and deploy non-city forms of communications, i.e., amateur radio operators?

DOCUMENTATION

- Do you have forms on which to track emergency information?
- Are employees aware of what information must/should be documented?
- Are employees aware of what reports must be submitted to outside agencies?
- Have documentation responsibilities been assigned?

EVACUATION

- Have employees been assigned to coordinate the evacuation process?
- Have you determined who orders an evacuation? Have you pre-determined the circumstances that warrant an evacuation?
- Have you established a warning format that provides enough information to ensure immediate evacuation?
- Are evacuation routes established?
- Are transportation services provided?
- Are evacuation procedures established for citizens with special needs?

- Is private property safeguarded within the evacuated areas?
- Will evacuees have access to restricted areas?

MEDICAL SERVICES

- Have you established who would order medical crews into the field?
- Have you identified all the medical units/personnel who respond to emergencies?
- Are medical personnel aware of emergency management procedures?
- Have alternative medical facilities been designated?
- Have employees been instructed in how to assist medical units in the field?
- Have procedures been established to get additional medical, ambulance, and mortuary service?

MOBILIZATION

- Have you identified contacts from local and outside units?
- Have you established a method to contact key personnel?
- Is there a directory of key personnel?
- If a disaster suddenly occurs, do you have a procedure for employees to follow?
- Do you have a central location where employees can mobilize?
- Do you have an inventory of all available resources?
- Can you obtain resources after hours?
- Do you have a central location where resources can be collected and distributed?
- Have you established a priority order of notification?

RECOVERY

- Have you designated certain facilities as possible disaster application centers?
- Are those centers properly equipped?
- Do you know who is required to be present at application centers?
- Have you prioritized service restoration?
- Do you have the internal capability to maintain essential services?
- Have you provided for alternative services?
- Are recovery activities equitably distributed throughout the community?

SHELTER

- Have you designated possible shelter facilities? Do you know the capacity of each possible shelter? Have employees been assigned to support shelters? Have you appointed a coordinator for shelters? Are procedures established to register citizens? Have you considered needs of special populations?

TRAINING

- Do you periodically review emergency procedures?
- Do you have mock disaster drills?
- Do key personnel attend training sessions offered by county, state, or federal organizations?
- Do you use the County Emergency Management Coordinator for training?
- Do you evaluate your procedures after any disaster?
- Do departments train individually?

APPENDIX D

Checklist of steps to take when an emergency happens

1. First Respondents Initial Emergency Actions—
Immediate Response
 - Remain calm, T-H-I-N-K, take a deep breath, and do not panic!
 - Dispatch necessary departments.
 - Warn public (affected areas).
 - Inform and mobilize key personnel and EOC.
 - Elected officials
 - City manager
 - Emergency Management County Coordinator
 - Fire chief
 - Police chief
 - EMS director
 - Public works director
 - Public utilities director
 - Electric company, telephone company, and gas company
 - Acknowledge lead departmental agency.
 - Notify state and federal agencies in conjunction with emergency management coordinator.
 - Carry out pre-assigned duties while waiting for further instructions from the command.
 - Advise EOC, if established, of all initial actions taken.
 - Alert other personnel to remain on call.
 - First to arrive at the scene remain in command until relieved by higher ranking officer.
2. Emergency Operation Center-Assessment, Background Info, and Secondary Steps
 - Establish communications with field.
 - Determine scope, size, and status of emergency.
 - Perimeters of disaster scene
 - Estimate the percentage of the city affected
 - Routes of entrances and exits to scene
 - Block off emergency areas and establish perimeter control (barricades, yellow taping, diking, etc.).
 - Assess damage.
 - Injuries
 - Deaths
 - Property damage
 - Blocked roadways and bridges
 - Number of people without power
 - Determine what critical facilities have been affected.
 - Hospitals
 - Schools
 - Fire/Police stations
 - Sewer/Water Facilities
 - EOC
 - Other
 - Determine if imminent danger exists (downed power lines, gas leaks, etc.).
 - Determine if a state of emergency should be requested.
 - Evaluate what resources have already been committed and what municipal resources are still available.
 - Determine what additional resources are currently required and project future need (Specify exact quantities).
 - Determine chain of command.
 - Field commander
 - EOC commander
 - Set up a field staging area and command post (EOC).
 - After receiving initial reports from the field, start directing key personnel.
 - Gather necessary materials.
 - Maps
 - Disaster plan
 - Resource and contact lists
 - Contact and alert other key personnel and agencies not originally contacted.
 - City attorney
 - Parks and recreation
 - Social service
 - Public schools
 - Health department
 - Red Cross
 - Salvation Army
 - Building inspectors
 - EOC Security
 - Maintain a log of actions.
 - Resources used
 - Expenditures
 - Damage assessments
 - Actions taken
 - Obtain receipts and invoices for all purchases.
 - Accommodate city personnel family members and tell them of how to keep in touch.
 - Bring enough toiletries, medications and extra clothing for 72 hours.
 - Keep elected officials informed.
 - Establish a public information center or a point of contact.
 - Distribute ID badges to EOC workers.
 - Designate/mobilize a spokesperson and channel all information to the media through this person (public information officer).
 - Create/mobilize a status officer who is responsible for collecting and distributing information to the EOC.
 - Mobilize a liaison officer to coordinate activities with outside organizations.
 - Mobilize a staging officer to allocate resources as needed.
 - Mobilize a finance officer who documents all financial data.
 - Feed and relieve crews as needed.
 - Clear debris blocking access to major sites/routes.

- If relying on outside assistance, provide guidance.
 - Improvise.
 - Be decisive. Remember the local jurisdiction directs emergency operations with help from outside organizations.
3. Support Service—Evacuation, Shelter, Maintenance and Assistance
- Coordinate logistics of evacuation in conjunction with the American Red Cross.
 - Transportation
 - Identify shelters or reception centers
 - Register evacuees
 - Inform evacuees
 - Provide personnel to support the shelters' operations.
 - Feeding (refrigeration may be required)
 - Clothing
 - Make available vehicle, equipment and radio maintenance.
 - Monitor effects of disaster on high-risk population.
 - Handicapped
 - Elderly (nursing homes)
 - Sick requiring life support
 - Young (nurseries and schools)
 - Monitor emotional effects of disaster, and arrange for counseling services.
 - Decide whether liquor stores should be temporarily closed.
 - Coordinate the collection, recording, and managing of all donations (encourage financial donations).
 - Maintain a joint public information center, coordinated with the county, where citizens can get information about the disaster, relief, victims, ID passes, and other essential information.
 - Organize and coordinate all volunteers.
 - Appoint a family liaison officer to let employees know how their families are.
4. Recovery Activities
- Continue emergency protective measures.
 - Return vital life-support systems to minimum operating standards.
 - Secure a contractor(s) for long-term debris removal (debris mulch can be sold to industries).
 - Provide means for permanent recovery.
 - Repair
 - Replacement
 - Restoration
 - Provide further information to public.
 - Trash/Debris pickups
 - Transportation services
 - Community action programs (meals on wheels, etc.)
 - Availability of counseling
 - Mail pickup and delivery
 - Power restoration
 - Medical emergencies
 - Water and food
 - In conjunction with the county, state, and federal agencies, establish victim assistance centers (provide phones, rest rooms, adequate parking, tables, chairs, waiting area, etc.).
 - Temporary housing
 - Repairs
 - Unemployment assistance
 - Agricultural assistance
 - Legal service
 - Complete and forward information and all required reports through the county to the State Emergency Management Division.
 - Do everything possible to mitigate the effects of the disaster.
 - Debrief and demobilize the EOC.
 - Return all borrowed or rented equipment and supplies.
 - Repair and replace all equipment and supplies.
 - Develop a campaign after the event to help improve the image and economic development opportunities of the city.
 - Review and revise city disaster plan
 - Provide Situation Reports for final documentation
 - In addition to FEMA, contact other federal agencies that offer public assistance
 - Corps of Engineers
 - Soil Conservation Services
 - Federal Highway Administration
 - Department of Education
 - Small Business Administration
 - Farmer's Home Administration
 - Department of Housing and Urban Development
 - Department of Transportation

APPENDIX E

Checklist for receiving a bomb threat



APPENDIX F

Minimizing Security Risks for Municipal Water Systems

By Jeff Stone, P.E., Engineer Supervisor, Arkansas Department of Health

September's acts of airline terrorism and the subsequent anthrax threats have focused the attention of water system managers and operators on security issues.

Adequate security has long been part of the responsibilities of water system managers, typically through the use of fences, locks, and, in some systems, intrusion alarms and security cameras. However, the events of last fall have led many to question if their security measures are adequate.

A water system could be an attractive target to a terrorist or a vandal. The potential for causing panic among the public is great due to the essential nature of safe drinking water and the public's trust in their drinking water systems.

However, from the terrorist/vandal's point of view, there are significant technical challenges in being able to effectively contaminate a public water system. The large volumes of water in a source and distribution system, the barrier to disease that the treatment plant provides, the disinfectant residuals typically present in the water, and the unpredictable nature of water use and distribution system hydraulics all act to reduce the effectiveness of a malicious act against a water system.

Rather than facing these challenges when attacking a water system, it would be more likely for a terrorist to use some other means of a biological or chemical agent in a distribution system such as a building's ventilation systems or, as in the anthrax cases, the U.S. Postal system.

On Oct. 18, 2001, the American Water Works Association (AWWA) issued a news release, which spoke to these issues. In that news release, AWWA Executive Director Jack Hoffbuhr stated "Most water systems have so much water and such effective treatment mechanisms, that anything less than many tankers full of dangerous agents would be diluted and easily neutralized. It is hard to imagine that anyone would have the ability to deliver such quantities effectively and without detection."

This statement implies that a water source is less vulnerable than other parts of the water infrastructure—for example, the distribution-system. However, this does not mean that water system managers or operators should be complacent. There is a danger that local vandals could exploit the public's heightened concerns and attack a water system. A water manager should take every practical and prudent step to make such vandalism less likely. In this effort, a manager has a great deal of technical guidance available to him from such sources as the AWWA, the AWWA Research Foundation, EPA, and

reprinted articles and video tapes made available by the Arkansas Department of Health.

There is a highly developed methodology for analyzing the vulnerabilities of facilities and identifying ways to lower risk. The first step is for a manager to analyze the various facilities and equipment that make up the water system and rate each as to its importance to the mission of delivering safe water and also its vulnerability to attack. A vulnerable part of the system is one where the consequence of a failure is high.

The second step is to reduce the consequence of a failure or an attack on the highly important and vulnerable parts of the system. Some important facilities can be made less vulnerable by either providing back-up equipment or changing the equipment or design so that a failure is not as dangerous. For example, the vulnerability of the gas chlorine disinfection process could be lowered by changing to a hypochlorite system or an electrical/salt solution chlorine generation system. The danger to the public from a chlorine gas discharge is eliminated and this reduces the consequence of an attack on the chlorine system. However, the danger of a loss of disinfection remains.

If this logic is applied in the context of contamination from terrorism or vandalism, many small systems will find that perhaps their most critical and most vulnerable point will be the security of the storage tanks in the distribution system. Not only are the tanks usually vital to the system's operation but the water quality in the tank could most easily be compromised by a terrorist or vandal accessing the tank through a hatch or manway.

The third step in lowering the risk of terrorism or vandalism is to increase security or harden those identified vital parts of the system. There are three parts to hardening a particular part of the system. These are: 1) deny or delay the criminal's access; 2) detect the incidence of a terrorist act; and 3) respond to the incident as quickly as possible.

First, the water system manager should make sure that facilities have prudent measures in place to deny or delay access of unauthorized personnel to the facilities. For small water systems, this will most likely mean that pump stations and-tank sites are fenced and locked. Particular emphasis should be placed upon making sure that tank hatches are securely locked. Also, chlorination stations should be locked, fenced, and perhaps equipped with intrusion alarms.

The second step in hardening a facility—detection—can be accomplished by several methods. Neighbors of facilities can be enlisted to help the city watch the facilities. These neighbors should be given names and phone numbers of personnel to contact after hours. Signs can be posted near remote facilities which indicate phone numbers to call if suspicious activity is observed by the general public. Existing control systems can sometimes be modified to work with intrusion alarms. Also, continuous monitoring equipment can be installed which will help detect contaminants that may have been introduced into the water.

This step of monitoring the water system's operation and water quality and detecting incidents of crime will probably present the water manager the greatest challenge of balancing the need for security versus the responsibility to efficiently and prudently utilize the finances of the water system.

The third and last step in lowering risk, or hardening a facility, is to lower the response time in the case of detection. Some ways to improve response time are to make sure that local police, residents near to vulnerable facilities, and perhaps others, all have the correct phone numbers to contact the water system management at night and on weekends.

Also, the water system management must make sure that they have the proper contact information for police and first responder groups. Included in this information should be the contact information for the county emergency management coordinator.

It is impossible for the water system manager to absolutely prevent the system from being attacked by a terrorist or vandal. However, it is the responsibility of the management to lower the risks to the water system. Water system managers will need to budget for appropriate training, fencing, locks, intrusion alarms, and perhaps monitoring equipment. The water system personnel will need to be trained in the proper use of new equipment. Also, it is very important that all water system personnel be educated and trained as to the proper procedures for responding to an emergency.

Fortunately, many of the same practices that are used to protect the public health under normal operations will also help the water system personnel respond appropriately to a willful contamination of the drinking water (maintaining disinfectant levels, flushing, notifying the Arkansas Department of Health, and coordinating with local first responders).

In analyzing the system and taking steps to lower risk, the manager should remember the elements of lowering risk which are: Assess, Lower the Consequence, Delay, Detect, and Respond.

Besides reviewing and improving physical security measures, it is also important that the water utility be aware of potential threats against water systems.

The National Infrastructure Protection Council has been created to provide notification to critical infrastructure groups, such as water and electric utilities, of any warnings or advisories from the FBI that might have an impact on those critical utilities.

The Department of Health is a recipient of these warnings and advisories. In order for the Department to pass this information on to affected water utilities in a timely manner, the distribution must be made by email. The Department encourages each utility to provide the Division of Engineering an e-mail address for a responsible party to which we can forward these warnings and advisories.

If your utility does not have email capability, the Department encourages you to obtain that capability as soon as possible.

If any municipal officials have questions regarding security and their water system, they can contact Jeff Stone at 501-661-2623 or at Jeffery.Stone@arkansas.gov.

APPENDIX G

Glossary of Terms and Acronyms

- CERT**—Community Emergency Response Team is training designed to prepare citizens to help themselves, their families, and their neighbors in the event of a catastrophic disaster.
- CSP**—Community Shelter Plans provide locals with guidance on how, where, and when to shelter the population in the event of a national emergency.
- CEM**—Comprehensive Emergency Management offers a framework for organizing and managing emergency protection efforts. There are four phases to the plan—mitigation, preparedness, response, and recovery—in the all hazard approach.
- Disaster**—A dangerous event that causes significant human and economic loss and demands a crisis response beyond the scope of any single agency or service such as the fire department or police. In legal terms, a disaster requires resources beyond those available locally.
- Emergency**—A dangerous event similar to a disaster, but which can be controlled within the scope of local resources.
- EAS**—Emergency Alert System is a communication and warning system set up by the federal government in order for emergency messages to be broadcast via radio and TV stations.
- EOC**—Emergency Operating Center is a centralized location where directions and control information collection is evaluated and displayed, where coordination among response agencies takes place, and resources are managed.
- Emergency Program Manager**—The individual who has day-to-day responsibility for coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.
- FCO**—Federal Coordinating Officer is a person in charge of coordinating all Federal agencies and their programs in the DFO (Disaster Field Office). Is someone appointed by the President in the affected region.
- Hazard**—A dangerous event or circumstance that may or may not lead to an emergency or disaster.
- ICS**—Incident Command is a system for the pre-planned, organized conduct of response activity at the scene of a disaster
- IEMS**—Integrated Emergency Management System
- LEOP**—Local Emergency Operation Plan
- LEPC**—Local Emergency Planning Committee is a group of private citizens responsible for gathering information about hazardous materials and plan emergency response to hazardous materials incidents.
- Mitigation**—Sustained activities and measures aimed at eliminating or reducing the long-term risk of property damage and loss of life from hazards and their effects. Examples include: zoning and building code requirements for rebuilding in high-hazard areas; floodplain buyouts, analyses of floodplains, and other hazard-related data to determine where it is safe to build, educating businesses and the public in simple measures they can take to reduce loss and injury.
- NRT**—National Response Team
- SALT**—Asking for specific help during a disaster as to Size, Amount, Location, Type, and Time is crucial.
- SCO**—State Coordinating Officer is a person appointed by the Governor to act as coordinating person for all state agencies in disaster relief operations.

APPENDIX H

Local Emergency Managers Contact Information by ADEM Area ADEM – Area Branch Coordination

The state is broken into five areas for coordination and there is an area coordinator assigned to each one of these sections. In most cases, the area coordinator lives in the section to which they are assigned in order to make them more available to local government access. This branch provides assistance, coordination, guidance, and information to local governments on grants available from ADEM or other sources, available training opportunities, and general information to help them operate their local emergency management programs. During emergencies, the area coordinator responds to the impacted county to provide assistance, support, and coordination with the state EOC for asset requests and to act as a link for information going between local and state governments.

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Anthony Coy—Northeast Area Coordinator

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Tim Gehring—Northwest Area Coordinator

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Ken Ouellette—Southeast Area Coordinator

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